UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/CCF/BDI/1
29 July 1998
ENGLISH
ORIGINAL: FRENCH

Third regular session 1998
14-18 September 1998, New York
Item 3 of the provisional agenda

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR BURUNDI (1998-2000)

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INTRODUCTION

1. This document contains the United Nations Development Programme's first country cooperation framework (CCF) for Burundi. It outlines the progress of the country's socio-economic situation from a sustainable human development perspective, recalls the Government's priorities, and indicates the expected contribution of the United Nations system, particularly UNDP, towards the achievement of those priorities.

2. This report follows the fifth UNDP country programme for Burundi (1993-1997), the implementation of which was set back by the events of October 1993.

3. The country cooperation framework (CCF) refers to the following: (a) the advisory note; (b) Burundi's economic and social strategy document for the period 1998-2000, which is geared towards restoring and stabilizing macroeconomic balance and relaunching socio-economic activity; (c) the emergency aid and reconstruction programme for the period 1998-2000, which is aimed at consolidating the national peace and reconciliation process, mobilizing emergency aid, and rehabilitating, reconstructing and rebuilding the different sectors of society. The national Human Development Report drawn up in early 1998 was also used in preparing this document.

4. The CCF covers the period 1998-2000. It should be noted that the programmes of certain agencies in the United Nations system, including UNICEF, WFP and UNFPA, will expire during this period. Beginning in 2001, the programming cycles of these agencies will be coordinated, based on a joint assessment of the national situation (currently being developed) and of the United Nations Development Assistance Framework (UNDAF).

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

5. Burundi is a small country with an area of 27,834 square kilometres. Not only has it had to face structural challenges such as its landlocked situation (1,200 kilometres from the coast) and population pressures, but, since June 1993, it has also been faced with a number of unprecedented challenges occasioned by events. Following the opening up, during the early 1990s, of its political system, as evidenced in the adoption of a new constitution and the holding of presidential and legislative elections, the country was disrupted by the October 1993 assassination of the president-elect. Politically and racially motivated massacres led to population movements (around 1 million people in 1997, of whom 240,000 were refugees), and economic and social infrastructures were destroyed.

6. Despite numerous efforts to overcome the crisis, including the Convention on Governance signed in September 1994, the violence continued. The exacerbation of tensions led to the return to power of Major Buyoya in July 1996.

7. Socio-economic indicators deteriorated after the crisis; as investment declined (some cooperation programmes were frozen) and raw materials became scarce, production slowed down, particularly after the embargo imposed by the countries of the subregion on 31 July 1996. The increased scarcity of goods and services led to inflation, at an estimated rate of over 30 per cent in 1997.

8. In 1996, real GDP dropped by 20 per cent with respect to 1992, back to the 1987-1988 level. The primary sector, which accounts for over 50 per cent of GDP, was the most seriously affected, declining by 22 per cent; the secondary sector, which dropped from 21 per cent of GDP in 1992 to 16 per cent of GDP in 1996, showed a 30 per cent decline between the two periods. The tertiary sector was the least affected (less than 10 per cent between 1992 and 1996), thanks to the predominant role played by non-market services provided by the State.

9. In the absence of mobilizable resources, the State was required to resort to the banking sector, particularly the Central Bank.

10. As regards social issues, the socio-political crisis led to contractions, particularly in the education and health sectors. The net primary school attendance rate fell from 50.16 per cent in 1993 to 35.48 per cent in 1996. Public health is a matter of concern; between 1990 and 1996, vaccination coverage fell from 96 per cent to 64 per cent for tuberculosis and from 74 per cent to 50 per cent for measles. The incidence of HIV infection in urban areas rose from 11 per cent in 1989 to 21 per cent in 1997.

11. In addition to its effect on major macroeconomic balances and its negative impact in the social sphere, as shown by the aforementioned indicators, the socio-economic crisis affected the country's human development level. The human development index fell from 0.341 in 1992 to 0.314 in 1994 and 0.300 in 1996. This decline may be attributed to the aggravation of poverty and unemployment, the continuing deterioration of the environment, the marginalization of women and problems relating to governance.

A. Poverty in Burundi

12. Population movements, the destruction of infrastructures and the freezing of investments have accelerated the loss of revenues, made access to essential services precarious, and aggravated the problem of exclusion, particularly as regards women and young people. According to the first national report on sustainable human development, around 58.1 per cent of the rural population were living below the poverty line, whereas the corresponding figure for 1990 was only 35 per cent.

13. As poverty increased, fewer people had access to education and health care (see para. 11). The prevailing climate of insecurity also affected the organization of services; in 1996, 66 per cent of all general practitioners and 68 per cent of all specialists were located in the capital.

B. Employment

14. From the standpoint of sociological composition, the population is heavily rural, with 90 per cent falling into this category. Unfortunately, the lack of land, skills and appropriate technologies has led to unemployment in the rural areas, and the situation has been aggravated by population movements.

15. The informal sector is still at too early a stage (13.5 per cent of the economically active population) to offer opportunities to the large number of people who have left the collines because of the prevailing insecurity.

16. In the formal sector, the embargo imposed by the countries of the subregion has caused an 11 per cent drop in private- and public-sector jobs in the capital.

C. The environment

17. Demographic pressure and population movements have placed intolerable pressures on the environment, jeopardizing the future development of the country. In time, this situation could threaten the ecological balance that is needed to maintain the country's production potential.

18. Over-exploitation of land has degraded the soils. Moreover, the topography and the prevailing climate make these soils vulnerable to erosion.

19. The natural forests, which cover only 5 per cent of the national territory, have been decimated by displaced and/or regrouped people. National forests have been reduced from 80,000 hectares before the crisis to 55,000 hectares in 1997, and community forests have declined from 10,000 hectares to 6,000 hectares over the same period.

D. The status of women

20. Women account for around 52 per cent of the population, and they play a major role in agricultural production, which represents 56 per cent of GDP.

21. Despite their significant contribution to the economy of Burundi, women are still largely excluded from decision-making, in both the political and the economic spheres. According to the first national SHD report, women rarely hold more than 20 per cent of high-ranking political or technical posts. Women who are active in business have little access to bank credit (1.4 per cent in 1995).

22. In addition to cultural factors, one of the reasons why women are under-represented is that they have only limited access to education. In 1994-1995, the female population accounted for only 29 per cent of the total number of students enrolled in higher education.

23. The crisis has still further aggravated the vulnerability of rural women, who represent 54 per cent of the displaced population; 37 per cent of displaced women are widowed heads of household; 3.9 per cent are divorced, and

1.7 per cent are separated. They have a promiscuous lifestyle, often receive inadequate food aid, and are likely to succumb to undernourishment and disease, including AIDS.

E. Governance

24. One of the most powerful manifestations of the crisis has been the erosion of trust - that of citizens in their various institutions and that between the institutions themselves.

25. Civil society, whose role is as a buffer between citizens and State, is too recent on the scene; for various reasons, it has not succeeded in marshalling its forces in order to occupy its proper place.

26. The embargo, the disarray in the distribution system and the destruction of the infrastructure have seriously damaged a private sector that was beginning to take off.

27. Nevertheless, the contacts between the protagonists in Burundi, both within the country (grass-roots debate) and outside it, through forums held abroad, and the recent initiative by the National Assembly for an internal partnership for peace may be harbingers of an improvement in the socio-economic situation.

II. RESULTS AND LESSONS OF PAST COOPERATION

28. The fifth UNDP country programme, which was adopted in June 1993 and came to an end in December 1997, had to be adjusted to the crisis context. An interim programme was put in place to respond to the imperatives of the moment: coordinating humanitarian assistance, rehabilitation and reconstruction, and getting the economy and basic services going again, particularly in the agricultural and health sectors.

29. Ten months after it was launched, the interim programme was refocused on five essential elements: (a) grass-roots support for reconstruction and initiatives addressed to communities and victims of the situation; (b) strengthening institutional economic management capacity; (c) health; (d) rehabilitation of the agriculture sector and (e) education for peace.

30. The evaluation of the fifth country programme has highlighted the fact that on the whole the programmes reflected the needs of the moment. Unfortunately, their impact turned out to be limited, mainly because of inadequate resources. Also, the persistent lack of security in some regions and the embargo by the countries in the subregion hindered achievement of the objectives.

31. The sustainability of the benefits from the fifth country programme has been jeopardized by: (a) the fact that trained people from Burundi have mobility; (b) the lack of local resources; (c) the programme's being too short and (d) the scattershot nature of the activities.

32. The lessons will be drawn on in implementing the first country cooperation framework: there will be continuing support for initiatives to provide socio-economic rehabilitation for the victims of the conflict and for communities in general; better targeting of beneficiaries to maximize the impact on the effectiveness and sustainability of the actions taken; giving priority to activities in the field rather than to support for structures at the centre, and ensuring that assistance is coordinated so that resources are used rationally.

III. PROPOSED STRATEGY AND THEMATIC AREAS

33. The priority areas set out in the cooperation framework correspond to the major challenges Burundi faces today. These are: (a) governance, in terms of economic management and strengthening the capacity of the legislative and judicial institutions, civil society organizations and, in particular, of human rights education; (b) combating poverty through community development, and combating AIDS; and (c) food security and environmental restoration with a view to sustainable and balanced development.

34. In these areas, the Government has already identified the following priorities for implementation: (a) in the area of governance, re-establishing security, activating local administrations, reinvesting the Ubushingantahe with modern and traditional authority and pursuing the peace process with a view to arriving at a consensus on a shared future; (b) in the area of combating poverty, revitalizing the cooperative movement, reintegrating the victims of the situation, promoting community health, hygiene and sanitation and also income-generating activities; (c) in the area of environment and food security, implementation and follow-up of the national environment strategy and plan of action, particularly through establishing structures for coordinating and following up environmental activities, integrated agriculture, forestry and livestock farming and production of improved seed.

35. The strategies for implementing these programme objectives will be as follows: (a) integrating the principles of reconciliation, peaceful coexistence and advancement of women into all programme components; (b) full participation and skills training for beneficiaries; (c) strengthening of training structures and capacity of rural society; (d) use of home-grown expertise and South-South cooperation and (e) improved targeting of activities.

A. Governance and economic management

1. Governance

36. The support requested from UNDP is aimed at strengthening the capacity of legislative judicial institutions, civil society organizations, including the university, grass-roots administrations to provide leadership in the peace process, combating impunity and corruption, and human rights education.

The specific actions to be taken will make it possible to have a list of associations and non-governmental organizations (NGOs) working in the area of governance, a collection of civil society organizations, a body of well-trained

judges and a diagnosis for the institutions responsible for governance, and to support the Government in implementing the political platform signed in June 1998 and in developing a national programme of governance grounded in sustainability, and to mobilize the resources needed to do so.

2. Capacity-building in economic management

37. In the current context characterized by a general decline in socio-economic indicators, there is a pressing need for effective economic and administrative management tools in order to overcome the crisis. In this connection, the contribution of UNDP will ensure (a) the regular updating and production of basic economic and social information, since the statistical apparatus was deeply affected by the crisis and the most recent national accounts date back to 1993; (b) the improvement and adaptation of public resource management tools - the drastic reduction in official development assistance and the dismantling of the public administration have made it difficult to programme public investments and expenditures; and (c) building the capacities of decentralized administrative structures in order to encourage the takeover of socio-economic development at the community and provincial level.

B. Community development with a view to poverty eradication

1. Subcomponent: Community development project

39. The support requested from UNDP for the community development project would involve direct assistance to grass-roots associations in income-generating activities, environmental rehabilitation, the promotion of community health and education for peace, and the strengthening of their managerial capacities. The implementation of these three sub-elements will result in the establishment of at least 500 autonomous community organizations which can effectively carry out the above-mentioned activities. In addition, approximately 50 per cent of the members of these organizations will be briefed on the AIDS epidemic.

2. Subcomponent: Support to local organizations to combat AIDS

40. This subcomponent has two aspects: (a) support to the programme to combat AIDS (PNLS) with a view to enhancing its effectiveness; and (b) support to activities for the mobilization of Burundi society and the establishment of an appropriate environment for dealing with the AIDS epidemic so as to strengthen the health sector in general.

C. Environment and food security

1. Subcomponent on the environment

41. In view of the weakness of the national structures responsible for environmental management, particularly with regard to planning, coordination of activities and environmental preservation and rehabilitation, taking into account the deterioration of arable land and drainage areas, the Government is requesting UNDP assistance in the following areas:

(a) Formulation of a national strategy for the environment, coupled with a plan of action which would act as a tool to mobilize resources;

(b) Promotion of techniques for the development of drainage areas;

(c) Development and management of forest resources; and

(d) Sound exploitation of swamps.

The implementation of this programme will lead to a 10 per cent increase in cultivated land, the reconstitution of 30 per cent of the vegetable cover and an increased awareness among the local populations of the importance of protecting their forests.

2. Subcomponent: Food security

42. The implementation of the subcomponent on food security requires the building of national capacities in the area of food security and the dissemination of appropriate technologies. Support in the form of training and technical assistance must be provided to the various national structures involved in research, production, training, data collection and the evaluation of food security; in addition, farmers will be given agricultural inputs under the technical support programme. Access to inputs, including improved seeds, will improve productivity by 15 per cent.

IV. MANAGEMENT ARRANGEMENTS

43. The introduction of this cooperation framework is the responsibility of both UNDP and the Government. The formulation, review, follow-up and evaluation of projects will be carried out jointly. Within this context, support will be requested for the elaboration, coordination, implementation and follow-up of programmes. An ad hoc national structure will be established to this end.

44. Each component of the CCF will be followed up by a tripartite steering committee composed of the relevant ministries, UNDP and executing agencies, which will establish its overall objectives, review and approve progress and other periodic reports and analyse any changes. For the components being implemented in the provinces, the work of the steering committee will be transferred to a provincial development committee composed of decentralized technical ministries, non-governmental organizations and other partners involved

in component activities. The regular evaluation and monitoring of the programmes will be carried out in accordance with parameters defined in the project documents.

45. The CCF will be subject to periodic reviews and regular follow-up. To this end, an annual report will be prepared in order to gauge how well targets have been met. Similarly, there are plans for a mid-term review with the participation of all partners, in which the results obtained will be analysed. The CCF will be evaluated at the end of the cycle in order to determine its impact and the extent to which objectives have been achieved.

46. Taking into account the unstable situation as a result of the crisis and the freeze in assistance from a number of sources, the programme approach is proving difficult to establish, as is the large-scale national execution modality. This programme lays the groundwork for the implementation of these modalities, particularly through support for the preparation of national programmes and the building of national-execution capacities. UNDP will make every effort to organize a round table as soon as conditions permit and will assist the Government in mobilizing the necessary resources to implement a plan of action for the victims of the events.

47. Close collaboration with national and international non-governmental organizations will be established for the implementation of certain aspects of the CCF which will also promote strengthened cooperation within the United Nations system.

48. With a view to maintaining and strengthening national capacities, the concept of using national volunteers in combination with international volunteers should be promoted.

Annex

Resource mobilization for Burundi (1998-2000)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	5 687	
TRAC 1.1.1	9 583	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	1 844	
SPPD/STS	460	
Subtotal	17 574*	
NON-CORE FUNDS	-	
Government cost-sharing	-	
Sustainable development funds		
GEF	500	
Third-party cost-sharing	1 000 including	
SIDA	750	
Government of Japan	250	
Funds, trust funds and other	3 906 including	
UNCDF	3 500	
UNIFEM	406	
Subtotal	5 406	
GRAND TOTAL	22 980*	

* Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: SPPD = support for policy and programme development; STS = support for technical services; TCDC = technical cooperation among developing countries; GEF = Global Environment Facility; UNIFEM = United Nations Development Fund for Women; UNCDF = United Nations Capital Development Fund; SIDA = Swedish International Development Authority.